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This newsletter capsules information on and for new careerists (paraprofessionals) for the fall of 1968. Highlighted in brief articles are the Department of Labor's financial support for the education of second-year participants in the New Careers program; the success of Head Start's Supplementary Training Program (for Head Start staff, especially paraprofessionals) in provoking educational institutions to change entrance requirements, course offerings, and credit granting; the positive effects of Minneapolis' new careerists on their program (which includes education at the University of Minnesota) and on their kindergarten students' readiness; innovations in the use of paraprofessionals in education in Detroit, Tuscon, Berkeley, and Alabama as reported in a Bank Street College study; and research projects funded by the Office of Education for new careers in public service. (LP)

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New Careers

NEWSLETTER

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Vol. II, No. 5

FALL 1968

New Careers Training Funds Assured

The funding practices of the Labor Department for the second year of New Careers programs has raised nationwide concern. Members of the New Careers National Council, the National Association of New Careerists, and individual program directors all voiced concern in recent weeks over the purported plan of at least some Labor Department Regional offices to restrict funding for second year program participants to the salary supplement and thereby eliminating funds for training and education. Such a practice would, in fact, mean the emasculation of the central new careers concept.

Responding to this growing concern -- culminating in a demonstration by new careers supporters in San Francisco -- Deputy Manpower Administrator John Ecklebert, wired all Regional Manpower Administrators affirming the Labor Department's commitment to funds for training and education. The central section of the telegram states:

> Our position is that the DOL will pay training costs for second year new careerists whether or not the employer has assumed full payment of wages and provided that 1) the new careerists are in actual human service jobs which had been approved in the original proposal, 2) they are desirous of such training, 3) the training is unmistakably related to one or a combination of objectives including a) high school equivalency, b) academic credit from an accredited college or university, c) the acquisition of required credentials, or d) broadening the base of academic training in the human services.

However, it should be pointed out that no strong, specific demand has been made on the agencies for the implementation of career ladders within these human service jobs.

* * *

California has just enacted a new law (Senate Bill 126) providing special funding for school districts to employ Teacher Aides. The bill, sponsored by Senator Mervyn Dymally of Watts, specifies that the aides are to be used in grades one through six, in "assisting classroom teachers in carrying out activities directly related to the classroom instruction of pupils."

"New Professionals" Hold Conference in Pittsburgh

Gaining entry into professional ranks was the major concern of the new careerists and interested professionals who gathered in Pittsburgh on October 25 for a conference held by the Pittsburgh New Professional Association. The name of the organization was changed from "non-professional" to "new professional" to reflect its growing convictions about reaching their goals. In the two day workshop setting, the new careerists examined the strategies of "systematizing new routes to professional status." Professionals attending the conference were called upon actively to lend their support and expertise to negotiate the strategies agreed upon by the Association.

While systematic up-grading and eventual professional rank may be the chief aims of the Association, the new careerists are just as determined to build a strong organization to realize these aims. Within a year's time, the Association has organized 400 people out of the 900 new careerists trained and employed in Pittsburgh. They are increasing their organizational efforts to reach the remaining 500 new careerists. Emphasis is placed upon every member assuming the role of an organizer for the Association. Efforts are also being made to become a dues-paying organization in order to remain as independent as possible. The Association has derived much of its support from the new careerists in Pittsburgh by setting up a grievance procedure which is being enlarged to protect all the new careerists from any unfair employment practices.

Nixon on Paraprofessionals

In a campaign program paper on education, President-elect Nixon called for the expansion of programs to help the disadvantaged, and the creation of a National Teachers Corps to "bring carefully selected college and high school students into action as tutors in core-city schools." He further stated that "There is no reason why, within broad limits, curricula cannot be tailored to the needs of different groups, Spanish history, for example, could be given more emphasis in one school, and African studies in another. Members of the community could play an important part in the daily program -- for example, as teaching assistants."

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Headstart for Para-Pros

The Headstart Supplementary Training Program is succeeding in not only providing academic training for 3600 paraprofessionals, it is also provoking institutional change in the 150 participating colleges and universities with changes in entrance requirements, course offerings, and credit granting.

The program is providing training for careers opportunities in child care and education for Headstart staff, especially the paraprofessionals. According to Richard Orton, the new Associate Director of Headstart, the program has definitely succeeded in motivating the enrollees to pursue careers both within and outside of Headstart, as well as increasing their job competence.

Not a little of the success of the program has been the agreement of participating colleges and universities to restructure their usual programs. Among the stipulations made by Headstart, all of the participating institutions have agreed to provide retroactive credit to those without high school diplomas once they pass the GED or successfully complete a specified number of credit hours. They also agreed to offer professional courses in the first two years, contrary to the usual practice of offering such courses only in the junior and senior years.

The institutions have also responded with ideas of their own - Marshall University, W. Va., for example, is conducting an experimental program in compressed course/credit offerings which allows trainees to accrue 36 credits within an academic year. Also, under this plan, instruction offered by the faculty will be supplemented by specially trained Headstart paraprofessionals.

From the incorporation of paraprofessionals as bridges to the community, as a way to provide additional manpower in the program while providing jobs for poor people, Headstart has thus moved to taking a major responsibility for the career advancement of its staff which has led to important changes in other institutions as well. For the participating colleges and universities are reaching a previously unserved population - the adult poor. To quote Richard Orton, "Certainly some of these changes are accommodations to a specific program. However, if the demonstration is a success, it is reasonable to assume that these accommodations will become permanent features of institutional policy." And that's what new careers is all about.

* * *

The Dept. of Labor has outlawed tests used by federal contractors that fail to measure a person's ability to perform the job for which he has applied. The order requires contractors to present evidence of the validity of their employment tests as a condition of eligibility for federal contracts.

* * *

The Intergovernmental Manpower Committee, including representatives of all of the federal departments, has set up a sub-committee on new careers chaired by Bernard Yabroff of the Office of Education's Career Opportunities Branch.

San Francisco - Hearings on New Careers

On October 25, hearings were held on new careers instigated by Jack Morrison, Chairman of the Board of Supervisors. The hearings were in two sessions, the evening session lasting until midnight. Those who testified at the hearings covered the spectrum of new careers involvement and interest, from Richard Bernheimer, Coordinator of the California State New Careers Development Unit (in the Governor's office) to Lee Soto representing the National Council on New Careers. New Careers enrollees from various City agencies also testified, as did various representatives of federal (CEP, Labor Dept.) and city agencies. Representatives from NASW and SSEU also appeared.

One of the immediate results of the hearings was an agreement on the part of city agencies to include new careers enrollees in the planning of all new careers programs, especially in terms of education and job descriptions. The Board of Supervisors is also expected to make some recommendations based on the findings of the hearings. These and a more complete coverage of the proceedings, unavailable at press time of this issue, will be reported in the next issue of this newsletter (Dec.).

The American Public Welfare Association is sponsoring a series of regional workshops on "The Use of Preprofessionals in Public Welfare." The first in the series was held in San Francisco, the second in Baltimore, and the third in Kansas City. Each of the workshops has looked at the staffing patterns and new organization of personnel for service delivery in order to facilitate the implementation of the 1967 Social Security Amendments requiring the employing, training, and effective use of preprofessionals.

* * *

HEW Secretary Wilbur Cohen has established a new careers coordinating committee cutting across all of the Department's activities. The group will be chaired by Joe Colmen, Office of Education.

* * *

"Recent evidence makes it clear that it is not enough to provide a job; there must be a decent job ...the right to work must be joined with one of the most significant single innovations of the 'war' on poverty: the creation of new careers for the poor...jobs with training and hope built into them. Michael Harrington, quoted from *Saturday Review*, July 27, 1968.

* * *

One of the points in the contract agreement won after an 18-day strike by the Taylor, Michigan (a Detroit suburb) affiliate of the AFT was the hiring of twenty-three paraprofessionals.

MINNEAPOLIS

Minneapolis has been a leader in the development of new careers programs. Beginning in 1965 with 200 teacher aides in 23 schools, there are now 700 aides in 50 schools. The strong college component at the University of Minnesota has been an integral part of the entire design. New data now indicates both the positive effect on pupil learning of the use of aides and the favorable cost-benefit estimates of the entire new careers program.

The College Component

The following is extracted from a statement by Esther Wattenberg, Project Director, University of Minnesota:

"The Minneapolis New Careers Program includes half-time on the job and half-time in education, which for the majority of enrollees is college work, at the University of Minnesota. It's a very rigorous program. It has put great faith in the ability of low income, unemployed and underemployed adults long out of the education scene to do college level work which will provide them with credits for that all-important credential demanded in the professional and Civil Serviced world. We were, therefore, greatly heartened to have the enrollees give a strong vote of confidence to the University component of the Minneapolis program.

"In a recent assessment by the Central Administration of the Minneapolis Program, other alternatives were proposed, such as the 'University of the Streets.' The New Careerists insisted on a meeting to discuss this suggested departure from the program, and in a stormy session they overwhelmingly voted to keep the University component funded to permit their continued and expanded participation in higher education. Over and over again New Careerists insisted that the credit they earn at the University of Minnesota and the satisfaction and enrichment of their course work is the most valuable part of their program. And our data shows that given the opportunity, they can and will surpass themselves. Higher education *does* matter to these people. It *is* relevant.

"In some current difficulties dealing with changes in the auspices of the program, New Careerists were not hesitant to confer with the Mayor, the Governor, their Congressmen and the news media to make known their strong interest in retaining the local OEO agency as administrator of their program. In a recent conference with Senator Mondale, New Careerists presented their dedication to the program clearly, and outlined their concerns to the Senator with forceful perceptions.

"Plans are now underway to utilize an advisory committee of New Careerists to review curriculum and counseling procedures in order to see what modifications and innovations will be necessary to shape the program more effectively for its second year. Significant changes in curriculum and methods of teaching are occurring at the University - thanks to the presence of New Careerists in the classroom. These are reported in the Progress Report which is available from the University, Mrs. Sally Flax, Administrative Assistant, 219 Clay School, University of Minnesota, Minneapolis, Minn., 55455."

Children's Learning Increased

The use of teacher aides in kindergarten classrooms significantly improves children's readiness in reading and number skills according to a report from the Minneapolis Public Schools. Comparing three different staffing patterns -- one aide per classroom, five aides per classroom, and no aide in the classroom -- children had the greatest mean gains on tests of reading readiness, number readiness, and total readiness when there was one aide per classroom, the next largest gains when there were five aides, and the lowest mean gain in classes having a teacher and no aide. These findings were based upon pre-test and post-test pairs using the Metropolitan Readiness Test, given at a five month interval to 234 children.

The report, "Teacher Aide Program," concludes "that teacher aides can be used effectively to help to develop reading readiness in kindergarten children. Children have gained more in reading readiness when aides were present in the classroom." The study was based upon nine matched kindergarten classes, three each of the three different staffing patterns, in schools within the city's poverty target areas. The use of five aides per classroom was an effort to replicate the Headstart model of one adult for approximately five children. The report suggests that when five aides were used, the teacher had to spend a considerable portion of her time as a trainer of the aides and therefore could spend less time with the children. It would be interesting to ascertain whether the aides, once trained, could make an even greater contribution to pupil learning with this pattern. Also, whether with a larger sample this impressive gain -- a 50% greater increase in total readiness when there was an aide than without an aide -- would be maintained.

The classes with one aide had an average total readiness gain of 15 points, from a pre-test score of 49 to a post-test of 64, compared with an average total readiness gain of 10 points for those classes with no aide.

Cost-Benefit Shown

A return of $1.59 for every $1.00 spent in the new careers program is estimated by a recent study at the University of Minnesota (Ronald S. Brandt, "Cost Benefits of the Minneapolis New Careers Program," October, 1968). The author examines direct project costs, estimated at approximately $5,400 per trainee, and compares them with anticipated direct public benefits of savings in welfare and unemployment compensation costs, costs of administering welfare programs, and the income to the government of the additional earning made possible by education. Because of the complexity of the issue and the inadequacy of our present measuring devices, the author notes that the accounting does not measure benefits to the individuals nor such public benefits as the effect upon the children of the new careerists; upon their friends, neighbors and community; their greater participation in civic affairs and in the political processes; etc.

In his conclusion, the author, having indicated that "an attempt was made to keep estimates of success rates and expected income at a conservative level," finds that "a strong case can be made for considering the New Careers project in Minneapolis a sound economic investment."

A thoroughgoing review of one of the first neighborhood health center programs,the Montifiore Neighborhood Medical Care Demonstration, is contained in the July, 1968 issue of *The Millbank Memorial Fund Quarterly* (40 Wall Street, N.Y.C., 50 cents). The eight articles include a report on the program from the national OEO perspective, an introduction to the community, the training program, community organization, the lawyer's role, the audit of the quality of care, the role of folk medicine in the community, and a Student Health Organization project.

* * *

The Danforth Foundation has recently made a $1,000,000. grant to the National Association of Secondary School Principals to bring together in seven high schools all major current innovations. In the announcement of the grant, the Foundation stated that the "modern school will feature teacher's aides, individual study, and team teaching. There will also be curriculum reorganization, varied study groupings, flexible scheduling and greater reliance upon community organization and direction."

Houston - 250 Non-Pros Have Jobs, College

The New Careers program in Houston, which accepted its first enrollees a year ago, has succeeded in placing 253 people in paraprofessional positions which cover a wide public service area - teachers' aides, licensed practical nurse training, parks and recreation, speech and hearing, public library; and the gamut of child care. According to Wallace Wells, Institutional Supervisor of the program, 98% of the jobs are "bona fide" new careers positions with opportunities for meaningful development and advancement built in. For example, aides in the Houston Speech & Hearing Clinic will be trained audio metric technicians within two years of work and training, a job which usually requires two full years of specialized education.

An interesting aspect of the Houston program is the academic component, all but absent six months ago. Every enrollee in the program with a high school degree is expected to attend regular classes at Texas Southern University towards an A.A. degree. On the whole, the opportunity to attend college has been enthusiastically received by the trainees. Some, however, feel that they have been out of school for too long, and that the time and effort involved in preparation for them is a detriment rather than an asset. The program is being reevaluated in light of this response.

Ideas for Education in New Careers

The following are some of the more interesting innovations in the use of paraprofessionals in education which were reported in a recent study of auxiliary personnel in education conducted by Dean Gordon Klopf and Dr. Garda Bowman of the Bank Street College of Education in New York City.

Detroit - In each of the five schools in Detroit which use teachers' aides (30 aides in each school), there is a "coach" who provides a variety of support services for the aides, from counselling in personal or career development problems to acting as liaison with the school administration. The aides meet every day after school with the coach, and these daily sessions may be unstructured "gripe sessions" or deal with a specific teaching problem. In Detroit, the coach is a professional, but the New York schools are considering the use of the coach as a step in the educational ladder, i.e., the coach would be someone with two years of college and two years as an educational assistant. He would be promoted from Educational Assistant to Educational Associate.

Tucson - This program has a career ladder whose final step extends beyond the teacher, usually the professional end of the line for paraprofessionals. This category is that of the Program Assistant, who not only advises teachers on planning and developing the academic program, but also participates actively in the classroom as a co-teacher.

Also in Tucson, even the pupils assume some responsibility in the instructional process. Each class is divided into committees, each committee taking up a different academic assignment. Each committee has a pupil for a chairman who coordinates the work of the committee and sees to it that the assignment is completed.

Berkeley - For two years every Tuesday afternoon, the teachers and aides in the Berkeley schools have participated in an in-service training session for which they receive stipends. These groups are not only t-group type meetings, but are task-oriented, and the discussion is centered on what the teachers and aides are actually doing in each school. In this way, many delicate problems, such as discipline, have been worked through successfully.

Also in Berkeley, aides receive career counselling, and can enroll in appropriate courses at Merritt Junior College on a work/study basis. If they want to switch to another human service field, they are helped and encouraged to do so, so that other parents in the community (in Berkeley, teachers' aides are required to be parents of children in the schools) may fill their jobs as aides.

Huntsville, Alabama - In Headstart follow-through (the extension of Headstart into the first, second, and third grades) and EIP programs, racially mixed teams of aide and teacher are assuming instructional responsibilities. In many cases, the teacher is black and the aide is white. Also, the parents in Huntsville's schools are involved in the planning of new programs before the proposals are written. Meetings are held at which the parents are encouraged to and do express themselves very emphatically on what they see as their childrens' needs.

Macon County, Alabama - In this rural, black belt area, each team of teacher, teacher assistant, and teacher aide in Headstart follow-through programs meets every day for an hour to discuss the day's events and plan for meeting the needs of any children who seem to require special treatment. Each week, teams from all the follow-through schools meet together. This process also seems to be working well, and has had its effect on the quality of the teaching as well as the relationship between professionals and paraprofessionals.

Health Care for Para-Pros Should Be Program Concern

Two recent reports - one on the new careers program in Minneapolis and the other a welfare aide program in California - point to the key question of health services for paraprofessionals. The California study states that "our aides as a group seem to have more absences than other service employees, mostly due to poor health." Noting that absenteeism varied from aide to aide, no significant correlations could be found between absenteeism and any other single factor. The Minneapolis program reports that "about one-third of the enrollees had serious health problems requiring fairly constant medical attention."

In Los Angeles, the new careers program of the Neighborhood Adult Participation Project which recently won a re-funding victory (see Vol. II, No. 3 of this newsletter) finds itself facing a new set of problems. According to Mrs. Opal Jones, the Director of the program, out of 252 enrollees, 131 were not accepted for employment by the Civil Service Commission, many because of chronic health difficulties suffered by those who cannot afford consistent adequate health care - obesity, poor eyesight, poor teeth. Mrs. Jones is presently trying to negotiate these people back into employment. She feels that these strict "middle class" standards must be revised and that some kind of provision for the health of paraprofessionals must be made in a programmatic way. We certainly agree.

New Careers Research in the U.S. Office of Education

The Vocational Education Act of 1963 emphasized the need to develop vocational-technical education programs geared realistically and flexibly to current and anticipated employment opportunities, and to individual needs, interests and abilities.

The Bureau of Research, Division of Comprehensive and Vocational Education Research, Careers Opportunities Branch, Office of Education, has actively supported research designed to establish innovative vocational-technical education programs for new careers in the human services. Activities have included stimulation of interest in the potential of research for curriculum design and development in these expanding fields, provision of technical assistance, and financial support.

The Careers Opportunities Branch, under Section 4(c) of the 1963 Act, is currently funding a variety of new careers research projects in public service activities -- education, social welfare, recreation, administration of justice, and municipal government.

- -- The New Careers Development Organization, Oakland, California, will identify and structure subprofessional jobs and curricula in the administration of justice (parole, probation, and police work). The program is intended to develop jobs in the administration of justice and complementary secondary and post-secondary programs.
- -- The YMCA of Metropolitan Chicago is exploring the potential for employment and education of subprofessionals functioning as semi-independent aides in public and private social service agencies. Initially, the curricula to be developed will be offered by four Chicago junior colleges and will lead to a certificate of Social Service Aide.
- -- The National Education Association is analyzing the roles and functions of professional, technical, and paraprofessional personnel in the instructional media field (graphic, photographic, electronic, television, and related fields) in education, business, and government.
- -- The development of new careers in recreation services for the ill, disabled, and the aged is the focus of research being conducted by New York University. The project is examining the roles of subprofessionals in recreation programs for these populations in hospitals, extended medical care facilities, municipal recreation departments, and senior citizen programs at the high school, adult, and two-year college levels.
- -- The city-wide installation of new career programs in major municipal agencies is being emphasized in a project by the Institute for Local Self Government, Berkeley, in cooperation with the League of California Cities.

In addition, research into the cost and service delivery implications of alternative uses of professionals and subprofessionals in the human services is underway.

- -- The University of Oregon is conducting a project which will apply cost-benefit analysis to identify economic costs and benefits that school districts experience when nonprofessionals are employed as classroom aides. Costs and benefits of conventional, single teacher classroom staffing patterns will be compared to the costs and returns associated with teacher-with-aide staffing arrangements in a sample of school districts.

Fiscal Year 1969 funds for the support of new careers research leading to the development of exemplary education programs are limited. However, the Branch will be glad to explore innovative ideas for such research either for current or future development and funding.

by Bernard Yabroff
Chief, Careers Opportunities Branch

Council 50 Organizes Around New Careers

The current strike of AFSCME's Council 50 (New York State) against the state's mental hospitals, at this stage focusing on bargaining rights, is significant because of the Union's "New Career Ladders Program," which the Union is presenting as part of their state-wide organizing package. The program, worked out in consultation with the Department of Mental Hygiene and the state employees, includes the creation of new titles and promotional lines with a minimum $500 differential between titles in promotional lines. The program also proposes training including high school and equivalency courses, to be given on hospital grounds, partly on hospital time.

Most of the new titles are human service jobs proceeding from an entry-level as psychiatric attendant. In many cases, the proposed salary reallocations go as high as $8,000. In presenting this program, Council 50 hopes to be able to meet the needs of lower-echelon state employees whom they feel have been neglected by the Civil Service Employees Union. This effort of District Council 50 follows upon the successful program of District Council 37 in the development of career advancement training for employees of New York City's hospitals.

* * *

"I feel that the government should guarantee a job at standard wages to everyone willing and able to work, should pioneer in the development of new kinds of work for persons of all ages and backgrounds, should subsidize retraining and relocation for all those displaced by economic change, should facilitate work for those with family responsibilities through social services such as day care and visiting nurse service, should treat education at the higher levels as compensable work, should place a value on work in the home,...and should extend expanded social insurance protection to all these categories."

Elizabeth Wickenden,
"Sharing Prosperity - Income Policy Choices,"
an AFL-CIO publication.

New Publications from NCDC

The following papers are available without cost from the New Careers Development Center.

1. "Some Basics About Group Process for Trainers," Frank Riessman.
2. "Role Play in New Careers Training," Lita Paniagua and Vivian Jackson. Ralph Acosta, Technical Assistant.
3. "The New Struggle for the Paraprofessional," Frank Riessman.
4. "Paraprofessionals, Their Organization, and the Unions," Alan Gartner and Frank Riessman, *Social Policy* No. 3, September, 1968.
5. " 'Law and Order,' A New Approach," Alan Gartner and Frank Riessman. *Social Policy* No. 4, October, 1968.

Other Publications and Articles

(Please obtain directly from the source noted.)

1. "Case Conference on the Neighborhood Subprofessional Worker," *Children*, January-February 1968, pp. 7-16.
2. "Training Manual: Public Service Careers Program, Case Aide Trainees," New York City Department of Social Services, March 1968.
3. "New Careerist Casebook Number Two: Police Community Aides and Probation Aides," Richmond Community Development Demonstration Project, Publication No. 113, Contra Costa Council of Community Services, 2717 North Main Street, Suite 9, Walnut Creek, California, 94596.
4. Donald Feldstein, "Community College and Other Associate Degree Programs for Social Welfare Areas," Council on Social Work Education, 345 East 46th Street, New York, New York.
5. "Innovation in Education: New Directions for the American School," Committee for Economic Development, 477 Madison Avenue, New York, New York.

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